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ABSTRACT

This overview of bilingual education ih Ohio includes profiles of bilingual programs in Youngstown, Toledo, Cleveland, and Athens. Current practices in these programs are considered with regard to funding, identification and assessment of students, instructional models, materials, the cultural component of instruction, parental involvement, and staff development. Information is based on funding proposals and other literature obtained from the programs, literature from the state education agency and Lau center in Columbus, interviews with program directors and teachers, and observations of classes. The purpose of the investigation was to fulfill the need for a single, statewide study of bilingual programs serving limited-English-speaking children in Ohio, and to enable bilingual educators within Ohio and in other states to examine current trends and practices in Ohio programs. The following trends are identified: (1) a focus on transitional programs versus maintenance programs; (2) new proposals for federal funding submitted by Ohio educational institutions, with an emphasis on both teacher and parent training; and (3) the use of bilingual education to serve the educational needs of Indochinese children in Ohio. (Author/SW)

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Bilingual Education in Ohio: An Overview*

by Michael Catheline

Ohio University

I. INTRODUCTION

Since Title VII of the Elementary and Secondary Act (later renamed the Bilingual Education Act) was passed by Congress in 1968, bilingual schooling in the United States has undergone a great many changes. Congress originally authorized as appropriation of $7.5 million to fund 76 bilingual programs and the Office of Bilingual Education (National Clearinghouse for Bilingual Education 1981). Reauthorization of the Bilingual Education Act in 1974 brought with it the establishment of the National Advisory Council for Bilingual Education and the formation of a Title VII Network to support local bilingual programs (NCBE 1981). Also in 1974, the Supreme Court decision in Lau vs. Nichols, together with the Lau Remedies subsequently drawn up by the Office of Civil Rights, created a legal mandate for local school districts to meet the needs of children with limited English-speaking ability (Hiller and Teitelbaum 1979). This development further enhanced the significance of bilingual education in the U.S.

When Congress again reauthorized the Act in 1978, it responded to the negative findings of several studies concerning the effective-

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ness of Title VII programs by allocating more money for teacher training and research, changed the designation of the target population from students of "limited English-speaking ability" to students of "limited English proficiency (LEP)," and altered the definition of a bilingual program to mandate programs of a transitional nature (Leibowitz 1980). More changes can be expected when the Bilingual Education Act again comes before Congress for reauthorization in 1983.

Just as bilingual education has been constantly evolving on the national level, so has change been evident in bilingual education in Ohio. The first Title VII funded program in Ohio was a Spanish bilingual kindergarten program established by the Toledo Public Schools in 1974. Toledo schools received an additional three year Title VII grant in the 1976-77 school year to expand the program. In the same year, Spanish bilingual elementary programs were established by the Lorain and Cleveland Public Schools with the aid of Title VII funding. Cleveland schools received an additional grant to develop a bilingual program to serve students in grades 7-12. Athens City Schools began a bilingual program in the fall of 1978 which developed into a Title VII Bilingual Demonstration Project serving Arabic, Hausa, and Spanish speaking students in the 1980-81 school year. Youngstown Public Schools Title VII Bilingual Education Project also began serving LEP Hispanic children in grades K-6 that year. Cleveland and Toledo schools began additional programs in the 1981-82 school year with Title VII assistance to meet the needs of Indochinese and other non-Hispanic

students. Cincinnati Public Schools have also applied for Title VII funding to begin an Indochinese bilingual program for the 1982-83 school year.[1] Clearly, bilingual education has made great strides toward meeting the needs of LEP children living in Ohio. At present, bilingual programs and their ESL support services in Youngstown, Toledo, Cleveland, and Athens, are serving almost 3500 students (estimate from Title VII funding proposals).

Beyond the local level, bilingual education has also gained statewide recognition in Ohio. The best example of this state-wide recognition was the passage of House Bill 323 by the Ohio Assembly mandating Bilingual Teacher Certification in Ohio, which goes into effect in January 1983 (OABME Newsletter 10). Certification will enhance degree-granting programs at Findlay College, the University of Akron, and the Ohio State University, while also giving impetus to new bilingual teacher training programs at other Ohio colleges and universities.

Other institutions and organizations also give bilingual education state-wide support in Ohio. The State Education Agency (SEA)/ Lau Center in Columbus, funded both through Title VII and Title IV

1 Cincinnati Public Schools also conduct bilingual programs utilizing second language instruction in Spanish, French, and German for native English-speaking children.

monies, acts as an information center for bilingual education in the state, facilitates both the operation of existing programs and the establishment of new programs, and serves to protect the rights of language minority students in Ohio public schools. The Ohio Association for Bilingual-Multicultural Education (OABME) is the major organization representing the needs of bilingual education in Ohio. Another state-wide organizatior which addresses issues closely related to bilingual education is the Ohio Teachers of English to Speakers of Other Languages (OTESOL).

Yet, despite the presence of this support for bilingual education throughout the state, there is a lack of state-wide research in Ohio bilingual education. The SEA/Lau Center is a repository of considerable information regarding bilingual education in Ohio, but this material has not been synthesized into a single study. OABME is heavily involved in such political action as their successful effort to gain certification in Ohio for bilingual teachers. However, it has not produced a comprehensive, state-wide study of bilingual education in Ohio. There is an apparent need to compile a single, state-wide study of bilingual programs serving LEP children in Ohio in order to enable bilingual educators, both within the state and in other states, to examine current trends and practices in Ohio programs.

The goal of this study is to present an overview of bilingual education in Ohio. The study includes profiles of bilingual programs

in Youngstown, Toledo, Cleveland, and Athens followed by a discussion of current practices in these programs regarding: (1) funding, (2) identification and assessment of students, (3) instructional models, (4) materials, (5) cultural component of instruction, (6) parental involvement, and (7) staff development. The final section summarizes state-wide trends and needs in Ohio bilingual education. Information presented in this study is based on: (1) Title VII funding proposals and other literature obtained from the programs, (2) literature from the SEA/Lau Center, (3) interviews with program directors and teachers, and (4) observations of classes.

II. PROFILES OF OHIO BILINGUAL PROGRAMS

Youngstown

The Youngstown Public Schools Bilingual Education Program began operation in the fall of 1980 after receiving a three year Title VII grant. The program, now in its second year, serves about 150 Hispanic students in grades K-6 in four target elementary schools in Youngstown. One hundred ten Hispanic students in grades 7-12 are also served by the program. Forty students of low incidence languages, such as Vietnamese, Korean, Arabic, Romanian, etc., are served through the International Institute, which is funded through the United Way and which provides bilingual tutors under a contractual agreement with Youngstown Public Schools (Youngstown Public Schools 1982).

The staff consists of: a Parent Liaison Representative, one Bilingual Spanish/English speaking Resource Teacher, and five Bilingual Instructional Aides, funded by Title VII; four full-time Spanish/English bilingual elementary teachers and one junior high bilingual teacher, funded locally; and two secondary ESL teachers and three teacher aides, funded through CETA (Youngstown Public Schools 1982).

The Youngstown Bilingual Education Program utilizes a modified team-teaching, pull-out instructional model for the elementary Hispanic students. The daily length of instruction ranges from 60 minutes to one half day depending on the students' needs. During this time each student receives ESL instruction and/or content area instruction from a bilingual teacher and an instructional aide (Youngstown Public Schools 1980).

Toledo

In the Toledo Public Schools, the English Language Development Program (ELDP) currently provides bilingual and ESL services to about 300 students in grades K-12. The ELDP has several components: a locally funded Hispanic bilingual program for grades K-6; a Title VII funded program for Indochinese students in grades K-6; and ESL instruction for students in junior and senior high school (Do 1982).

The Hispanic bilingual program has been expanded from Kindergarten to grades K-6 over a period of seven years, dating back to 1974 (Toledo Public Schools 1980). The program, housed in Walbridge

Elementary School, currently serves 119 students. Of the total number of students, 35 are LEP Spanish speakers, 18 are English-proficient Spanish speakers, and 66 are native English speakers. The program's curriculum includes an ESL component for LEP students and Spanish as a First or Second Language instruction for all students. The staff consists of six full-time bilingual classroom teachers and three bilingual aides (Do 1982).

The Title VII bilingual program for Indochinese students in grades K-6 is operating in the first year of a two-year federal grant. The program is based in four public elementary and one Catholic elementary school in Toledo. It serves 84 Laotian and Vietnamese students, with the former group in the majority. A pull-out instructional model is employed, with the students receiving one period of ESL instruction and an additional period of "tutor follow-up," which may include more ESL instruction or assistance with content areas. The staff is composed of four ESL/Resource Teachers and six bilingual tutors, with all of the positions funded through Title VII (Toledo Public Schools 1980).

Cleveland

On September 14, 1978, the Cleveland Board of Education established the Lau Compliance Office in response to a directive from the Office of Civil Rights to provide for the educational needs of LEP students in Cleveland Public Schools. The Lau Office, currently coordinates services for approximately 1,800 students in grades K-12. Services

offered include: bilingual education, bilingual special education, bilingual tutoring, ESL instruction, and bilingual counseling. Local funds are suplemented by federal funds provided for the Title VII Cleveland Arabic, Indochinese, and Romanian (CAIR) Bilingual Program; the Title VII Secondary Bilingual Education Program; and ESL support services for students in grades K-6 through Title I (Cleveland Public Schools u.d.) The administrative staff in the Lau Office includes two Teacher Consultants for grades K-6 and 7-12 respectively; a Director of Assessment; a Director of the Title VII Secondary Program; and a Director of the CAIR Program.

The Cleveland Public Schools first received a Title VII grant in 1976 to establish a bilingual program for Hispanic students in grades K-6. When this five year grant expired after the 1980-81 school year, instructional costs for the program were assumed by Cleveland schools (Torres 1982). Teachers and tutors for elementary students who are native speakers of lower incidence languages, such as Chinese, Hindi, Korean, etc., are also provided through local funds. LEP students in grades K-6 are channelled into one of 16 target schools according to their language backgrounds. Students are designated as Lau Code A, B, or C, according to their level of English proficiency, with Code A students having the least, and Code C the most, proficiency (Cleveland Lau Compliance Office 1981a).

The Title VII CAIR Bilingual Education Program, serving 210

students in grades K-6, provides bilingual instruction for Arabic, Cambodian, Laotian, Vietnamese, and Romanian children. Title VII funds provide for five bilingual instructional aides for speakers of the above languages, with additional aides provided through local funds. Classroom teachers are also locally funded. Three bilingual Community Aides (one Arabic, one Romanian, and one Vietnamese) are also funded through the CAIR grant (Zachardelli 1982).

In elementary schools, a variety of instructional models are used, including: (1) a bilingual class with a bilingual teacher and an in-class bilingual aide; (2) a bilingual class with a monolingual English speaking teacher and a bilingual aide; (3) a multilingual class with a mono- or bilingual teacher and a bilingual aide. Pull-out bilingual tutoring and ESL models are also utilized. Some classes are composed entirely of Lau Code A students.

With the establishment of the Lau Compliance Office in 1978, the existing Spanish/English bilingual program in the elementary schools was expanded to include grades 7-12. This expansion was completed with the aide of a Title VII grant for a Secondary Bilingual Program. This program currently serves over 600 students attending three junior and four senior high schools in Cleveland. Instructional models utilized at the secondary level include: ESL instruction (termed English Language Development by Cleveland Public Schools); bilingual tutoring and multilingual content area classes (math, science, and social studies) with monolingual or bilingual teachers and bilingual

instructional aides in the classroom. Hispanic aides are provided through Title VII, with ESL instruction and tutors for speakers of other languages provided through local funds. Students receiving ESL instruction are placed in one of three levels according to their degree of proficiency (Cleveland Public Schools 1981). Classes in Spanish for Spanish Speakers and Latin Studies are also offered, along with bilingual guidance and counseling services (Cleveland Lau Compliance Office 1981c).

Athens

The Athens City Schools Cooperative Biliteracy Project is in its second year of operation under a three-year Title VII Bilingual Education Demonstration Project grant. The Biliteracy Project is an outgrowth of a basic bilingual program funded through a two year Title VII grant beginning in the 1978-79 school year. Athens City Schools, with strong support from Ohio University (O.U.), established the Biliteracy Project to serve preschool children and elementary students in grades K-2. The Project currently serves 80 childern who are native speakers of Spanish, Hausa and Arabic. Malaysian students, formerly receiving ESL instruction, have been included in the project for the 1981-82 school year. The Biliteracy Project, based at the Ohio University Child Development Center, primarily serves children of foreign students at Ohio University. Other components of the Athens Biliteracy Project include: (1) production of

videotape materials to aid other programs in replicating successful techniques used in the Biliteracy Project; (2) field research conducted with students in the Project by four professors from Ohio University; (3) materials development; and (4) Spanish as a Second Language instruction for classroom teachers.

The instructional staff at the O.U. Child Development Center includes: one bilingual classroom teacher funded through Title VII; one classroom teacher funded by the Center; a Spanish speaking aide, locally funded; two instructional aides, funded through the Title VII grant, who are also graduate students at O.U.; and one Spanish as a Second Language aide funded by O.U. At East Elementary School the Biliteracy Project staff consists of three classroom teachers, locally funded, and three O.U. graduate students serving as tutors, funded by O.U. (Stecker 1982).

Four different instructional models are utilized in the Biliteracy Project: bilingual instruction in a self-contained bilingual classroom; bilingual instruction in a regular nonbilingual classroom; group pull-out instruction; and individualized pull-out instruction. Ninety per cent of the preschool and first and second graders are put in self-contained bilingual classrooms, while in Kindergarten, all students are given bilingual instruction in a regular non-bilingual classroom (Soemarmo 1981). At East Elementary, pull-out instruction is given in the Rising Sun Reading Lab, where students are instructed by tutors or work at individualized stations with both native language and English

reading materials. Spanish as a Second Language instruction is also offered to native English-speaking children in preschool and grades K-2.

III. CURRENT PRACTICES IN OHIO BILINGUAL EDUCATION

Funding

Financial support for bilingual education in Ohio comes from a combination of local and federal funds, with the largest share of the costs borne by the local school districts themselves. Title VII grants are actually "seed money" intended to aid programs in becoming established. The grants are usually two or three years in duration, after which time it becomes the responsibility of the local school districts to support the programs. The K-6 Hispanic bilingual programs in the Toledo and Cleveland Public Schools are examples of programs which have been continued after the cessation of Title VII grants.

Typically, federal grant money is used to pay for administrative costs, in-service staff training, materials development, resource teachers, and instructional aides; classroom teachers are usually locally funded. Bilingual programs in Ohio also receive financial support from sources other than Title VII and local sources. In Cleveland, ESL support services are provided to elementary students through Title I funds. The Athens Biliteracy Project receives financial support from Ohio University, which pays the cost of graduate students teaching in the program. Toledo Public Schools receive

federal funds for Migrant Education which are used to provide ESL services to children of migrant workers.

Identification and Assessment of Students

The importance of valid procedures for the identification of possible LEP students is emphasized in the Office of Civil Rights' Lau Remedies (1975). In Ohio bilingual programs, the first step in the identification process consists of interviews with parents and/or completion of a locally constructed questionnaire by parents regarding the child's primary language, or the language most often spoken in the home.

Next, the child's level of English proficiency must be assessed. Throughout the state, a variety of assessment instruments are used as entry and exit criteria by bilingual programs. Youngstown Public Schools use the Language Assessment Scale (LAS) and the reading component of the Holt Placement Inventory. In Toledo, the LAS is also used, along with the Iowa Test of Basic Skills. The Language Assessment Battery (LAB) is used to test English proficiency in Cleveland. In Athens City Schools, the Oral Observation Matrix is used for pre-school children along with the Bilingual Syntax Measure, the Sucher-Allred Reading Placement test, the writing component of the Woodcock Language Proficiency Battery, and the Metropolitan Achievement Test, which is used to assess children's reading and math skills in grades K-2.

Instructional Models

Currently in the United States, most bilingual programs can be characterized as following either a transitional or a maintenance model. Trueba (1979:56) defines a transitional program as one "in which the child's L_1 (first) language is used as an interim medium of instruction until he/she acquires fluency in L_2 (the second language or English)." The goal of a transitional program is to enable LEP students to enter the regular monolingual English classroom as soon as possible. Maintenance programs are those in which the child's first and second languages "are used with approximately equal emphasis as mediums of instruction for subject matter." (Trueba 1979:56) The goal of a maintenance program is for the student to continue to develop proficiency in the native language while also developing English proficiency.

Of the bilingual programs studies in Ohio, almost all used instructional models of a transitional nature. However, the Hispanic bilingual program in Toledo was found to contain a maintenance component, in that Spanish as a First Language instruction is given to Hispanic students.

Materials

In observing classes in programs throughout Ohio, I found that several of the same texts were being used, such as: English Around The World (Scott, Foresman and Co.), A Cada Paso (McGraw Hill), and

The Crane Reading System (Crane Publishing Company. Other texts and materials used in Ohio bilingual programs include:

Secret Spaces/Good News (MacMillan Publishing Co.)
Language Basics Plus (Harper and Row Publishers, Inc.)
Primary Phonics (Educators Publishing Service, Inc.)
I Like English (Scott, Foresman and Co.)
Nuestras Amigas (Laidlaw Co.)
Programa de Lengua Espanola (Santillana Publishing Co.)
English in a Changing World (Scott, Foresman and Co.)
New Horizons (Addison-Wesley Publishing Co.)

In the Athens City Schools locally constructed materials are used. Such materials include: the Arabic Prereading Program, the Hausa Prereading Program, Initial Reading in English as a Second Language, and Dick and Jane for LEP Children. Locally made programs for the TRS 80 Microcomputer are also being developed.

Through the Language Experience Approach (LEA), students develop their own learning materials. In the LEA, after a lesson is presented in the native language, the student recounts the parts of a lesson which were important to him/her. A reading lesson is then developed from the child's responses. Later, the child's responses are translated into the second language, and another reading lesson is developed (Athens City Schools 1980). The LEA is used as a primary instructional appraoch in the Athens Biliteracy Project. Modified versions are also used in the Indochinese bilingual program in Toledo due to a lack of suitable Indochinese reading materials.

Cultural Component of Instruction

The 1978 Bilingual Education Act states that bilingual instruc-

tion of LEP children is to be given "with appreciation for the cultural heritage of such children." Bicultural education necessarily follows from bilingual education since, according to Saville-Troike (1976:45), "children learning another language are also learning another culture." Moreover, Lambert (1978) cites the fragility of a child's identity and the inextricable link of identity and ethnicity. Therefore, it is very likely that negative treatment of a child's cultural heritage or ethnicity can lead to negative self-concept formation in the child. Thus, the significance of the cultural component of bilingual education is apparent.

In the programs described in this study, the cultural component of instruction was primarily handled during Social Studies class, when facets of both American and non-American cultures were presented to the children and then discussed. Extra-curricular community oriented types of activities also aid both children and parents in the appreciation of each other's culture.

I observed one such activity while in Cleveland at the McKinley Elementary School Multicultural Program. Students from the various ethnic groups in the school made presentations, including songs and dances, representing their cultural background. The highpoint of the program was the Romanian students' presentation, which involved the re-enactment of a Romanian wedding, complete with traditional costumes, food, and songs.

Another marvelous example of multicultural education occurred in a first grade multilingual class, also in Cleveland, in which the students came together and sang songs in English, Vietnamese, Laotian, and Spanish. Such activities cannot help but foster feelings of understanding and empathy that cross linguistic and cultural boundaries.

Parental Involvement

Parental and community involvement is mandated by law for Title VII programs. It also, of course, makes sense for bilingual programs to communicate instructional goals to parents, involve them in their children's instruction, or perhaps even offer instruction to the parents themselves. Parental involvement takes all of the above-mentioned forms in bilingual programs in Ohio. All of the programs hold periodic meetings to keep parents and other interested people in the community abreast of what is happening in the program. In addition, programs in Toledo and Youngstown publish monthly newsletters for parents. A component of the Toledo Indochinese bilingual program involves ESL and GED classes leading to attainment of a high school diploma for parents. Mr. Do, director of the Toledo program, informed me that several parents had already received high school diplomas with the help of these classes. In the Athens Biliteracy Project, parents are given biweekly home activities packets containing objectives, preparations, procedures and suggestions for learning activities to be carried out at home in both the first and second languages (Athens City Schools 1980).

Staff Development

Staff development and training has always been a prime concern to bilingual educators due to the chronic shortage of adequately trained bilingual teachers. This shortage of trained personnel has been cited by critics of bilingual education and was explicitly addressed by the 1978 Bilingual Education Act. The lack of sufficient numbers of qualified bilingual teachers inevitably leads to the inclusion of monolingual teachers and para-professional aides/tutors in bilingual classrooms, for whom some type of in-service training must be provided. The need for bilingual programs in Ohio to provide for professional staff development has been particularly acute in the absense of Bilingual Teacher Certification in the state. In essence, each bilingual program has been setting its own standards in Ohio bilingual teachers.

Teacher training and staff development in Ohio bilingual education emcompasses a variety of activities. Several programs provide funds for staff members to attend university classes leading to Bilingual Certification. Workshops are given by universities and colleges in the state (especially Findlay College, the Ohio State University, and the University of Akron). The SEA/Lau Center also provides workshops for Ohio bilingual programs. In addition, training and technical assistance is received from the Bilingual Education Service Center in Arlington Heights, Illinois. Ohio bilingual programs also provide their own workshops and in-service training. For example,

when I visited the Toledo program, the staff had just completed a workshop in Hmong language and culture.

IV. CURRENT STATE WIDE TRENDS AND NEEDS

In the course of my examination of the principal bilingual programs serving LEP students in Ohio, certain state-wide trends became evident. One such trend is the transitional focus of Ohio bilingual programs. This trend is not, of course, due to any state legislation mandating transitional programs; at present, there is no legislation in Ohio regarding the education of LEP children, although many other states have enacted such legislation (Gray et al. 1981). One reason for the transitional nature of bilingual education in Ohio can be found in the Bilingual Education Act, especially the 1978 Amendments to the Act which state that programs funded under Title VII must only use the native languages of LEP children "to the extent necessary to allow a child to achieve competence in the English language...." Perhaps a more basic reason for the predominance of transitional programs vs. maintenance programs in Ohio can be found in staffing considerations. More precisely, the bilingual aides or tutors customarily employed in transitional programs are much easier to find and less costly to employ than are the certified bilingual teachers capable of teaching content areas in the student's native languages which maintenance programs require.

Another trend can be seen in the new proposals for federal funds submitted by Ohio educational institutions. Ohio University

has applied for the funding of two new programs: the O.U. Early Childhood Bilingual Training Program and the O.U. Lifelong Learning Parent Training Program (Stecker 1982). Also, Cleveland Public Schools have applied for two new Title VII grants: one for staff development and training, and the other for the training of parents of LEP children (Torres 1982). An emphasis on both teacher and parent training is evident; this development cannot but enhance the quality of Ohio bilingual education.

Yet another trend is the use of bilingual education to serve the educational needs of Indochinese children in Ohio. Currently, programs in Toledo and Cleveland are serving these needs, and the Cincinnati Public Schools have applied for a Title VII grant to develop an Indochinese bilingual program for the 1982-83 school year. These programs face the common problem of finding assessment and teaching materials suitable for use with Indochinese children.

This problem is related to a larger one, namely, materials for non-Hispanic students in general. The assessment instruments currently used in Ohio programs (the LAS, LAB, and BSM) were all developed for use with Hispanic students. However, some progress has been made in this area in Ohio. In Youngstown, at the International Institute, the LAS has been translated and adapted for use with Arabic-speaking students (Bannon 1982). And in Athens, native language reading proficiency tests have been developed in Hausa and Arabic along with Spanish (Soemarmo 1981). Thus, the problem of

assessment of non-Hispanic students has begun to be addressed by Ohio bilingual educators, but much more work needs to be done. Indeed, this need for non-Hispanic materials is not only present in Ohio, but throughout the U.S. as well.

Perhaps the major challenge facing bilingual education in Ohio is funding. Ohio programs currently receive over $700,000 (estimated from Title VII funding proposals) from the federal government. All current Title VII grants will run out after the 1982-83 school year. Will school districts increase their financial support of bilingual programs to compensate for the loss of federal funds? When will state funds be available for bilingual education in Ohio? How will bilingual teachers fare in the face of staff reductions caused by the funding crunch confronting Ohio public schools? The answers to these questions will determine to a great extent the future of bilingual education in Ohio.

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